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U.S. Intelligence Officials Apprehen Shake-Ups Under Carter

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WASHINGTON, Dec. 12—United States intelligence officials, who say they have largely recovered from the demoralizing shocks of Congressional investigation and disclosure of past misdeeds, are facing the accession of President-elect Jimmy Carter with apprehension about the possibility of new organizational shakeups.

The consensus of William E. Colby, former Director of Central Intelligence, his successor, George Bush, and other top-ranking United States intelligence officials interviewed in the last two weeks is that there have been enough changes recently.

They note that the Central Intelligence Agency, under Mr. Carter, will be getting its fifth director in less than five years, that the Defense Intelligence Agency is operating under its third director in the same period and that both agencies have just undergone major reorganizations and personnel cutbacks.

Turnover Called Disruptive

"The turnover has been disruptive," said a National Security Council official who has had extensive experience in the intelligence service—a sentiment widely shared in the field.

The professionals point out, for example, that James R. Schlesinger dismissed 2,000 C.I.A. employees in his nine-month term of office in 1972 and made sharp structural reforms.

Upon succeeding Mr. Schlesinger, Mr. Colby was forced to devote the bulk of his two-year term to appearances on Capitol Hill to testify about the agency's past covert operations, including assassination plots and mail openings. Just as the hearings drew to a close, Mr. Colby was replaced by Mr. Bush.

Each man brought his own men into the top echelons. "We are resilient," a long-time agency officer commented. "But nobody can go through all that without some damage."

Still, there are strong signs that the new President may do just as feared: shake up the 40,000 men and women who constitute the core of the intelligence community.

Separation of Job Proposed

Foremost is a proposal that Mr. Carter separate the job of Director of Central Intelligence from that of the director of the C.I.A., a dual function that dates to the inception of the Agency in 1948.

Under the proposal, the director of the intelligence community—a policy-making official—would be unburdened of the additional task of managing the huge agency establishment in McLean, Va., and would be untainted by institutional loyalties.

The proposal has strong support from Vice President-elect Walter F. Mondale, who was a member of the Senate Select Committee on Intelligence until last summer and is now advising Mr. Carter on intelligence policy.

The Select Committee recommended the division of responsibilities in its final report last spring, and the chairman of the successor committee, Senator Daniel K. Inouye, Democrat of Hawaii, also favors it.

In an interview recently, Senator Inouye said he felt that "one of the weaknesses of the present system is that the Director of Central Intelligence is in charge of C.I.A."

Military-Civilian Balance

The possibility of splitting the functions raises another issue—the balancing of civilian and military espionage operations.

The military branches of the intelligence community receive more than 80 percent of the roughly \$4 billion budgeted annually for all United States intelligence efforts, principally for the photo reconnaissance and radio signals interception technology used to monitor potential adversaries.

This military preponderance (the Central Intelligence Agency is allocated less than \$800 million of the total) has usually been offset by the political influence enjoyed by the Director of Central Intelligence, a civilian.

There has always been rivalry between civilian and military intelligence branches, often fierce and often involving funds.

"In the view of William G. Hyland, President Ford's Deputy Assistant for National Security Affairs, the budget rivalry could become more intense because "the fat days are definitely over" in the intelligence field. "From here on out, it'll be tight budgets," he added.

Implies Rein on C.I.A.

His implication, it appeared, was that the C.I.A. would no longer have a free hand to indulge in such high-priced experiments as the raising of a Soviet submarine hulk from the floor of the Pacific in 1974 at a reported cost of \$500 million.

There is concern throughout the intelligence community, however, that still more reorganization and budget cuts might stifle the creative impulses in what had been a rather free-wheeling group of innovators.

Mr. Ford attempted to cope with the budget allocation issue in his Executive Order 11905 last February, which established a new Committee on Foreign Intelligence, consisting of the heads of the C.I.A. and the Defense Intelligence Agency and the deputy assistant for national security.

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to meet the pressure for organizational change, including the threatened split of director functions, with some shifts at the top.

He appointed Daniel Murphy, a four-star admiral, as his deputy for intelligence community affairs to supervise liaison with the Defense Intelligence Services, the National Security Agency, the Federal Bureau of Investigation, and the intelligence operations of the Treasury and State Departments and the Energy Research and Development Administration.

His other deputy, Erno Henry Koche, oversees the daily operations of the intelligence agency, freeing Mr. Bush for appearances before Congressional oversight committees, reports to the President and other aspects of his responsibility.

The arrangement is apparently functioning to the satisfaction of all the intelligence agencies, to judge from interviews across the community. In addition, despite their short tenure, Mr. Bush, Admiral Murphy and Mr. Koche have received plaudits from current and retired intelligence officers and from Mr. Carter.

However, nobody in Washington, including David Aaron, the President-elect's own transition team chief for national security, knows at this point exactly how Mr. Carter intends to align the intelligence community in his administration.

Briefed on Covert Operations

The President-elect was described by C.I.A. officials who briefed him last month as "fascinated on covert action" operations of the agency—the agency's sorest flank during 18 months of Senate and House investigations in 1975 and 1976.